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# PROGRESS REPORT OF THE SECRETARY-GENERAL ON STANDBY ARRANGEMENTS FOR PEACEKEEPING

## I. INTRODUCTION

1. The present report is submitted in pursuance of the Security Council's request for a report, at least once a year, on the progress made on standby arrangements with Member States concerning their possible contributions to United Nations peacekeeping operations (S/PRST/1994/22). It covers developments since the submission of my previous report on the subject, on 30 March 1999 (S/1999/361).

## II. CONCEPT

2. The concept of standby arrangements for peacekeeping operations remains as described in detail in previous reports. Its purpose is to have a precise understanding of the forces and other capabilities a Member State will have available, at a given state of readiness, should it agree to contribute to a peacekeeping operation. Such resources may include military units; individual civilian and military specialists; specialized services; equipment and other capabilities. The key element in the system of standby arrangements is the bilateral exchange of detailed information to facilitate planning and preparation, for both the participating Member State and the United Nations. The information provided to the Secretariat is stored in a database and is used only by personnel at Headquarters, on a "need-to-know" basis.

## III. CURRENT STATUS

3. As previously reported, 81 Member States had indicated, as at 31 December 1998, their willingness to provide resources to the standby arrangements system, totalling some 104,000 personnel who could, in principle, be called upon. As at 31 December 1999, 87 Member States, six more than reported last year, had joined the system. The refinement of information on previous contributions and new participants during 1999 raise the total to some 147,500 personnel.

4. The 87 participating Member States are: Algeria, Argentina, Armenia, Australia, Austria, Bangladesh, Belarus, Belgium, Benin, Bolivia, Botswana, Brazil, Bulgaria, Burkina Faso, Canada, Chad, Chile, China, Côte d'Ivoire, Croatia, Czech Republic, Denmark, Ecuador, Egypt, Estonia, Finland, France, Gambia, Georgia, Germany, Ghana, Greece, Guatemala, Hungary, India, Indonesia, Iran (Islamic Republic of), Ireland, Italy, Jordan, Kazakhstan, Kenya, Kyrgyzstan, Latvia, Lithuania, Madagascar, Malaysia, Malawi, Mali, Mongolia, Myanmar, Namibia, Nepal, Netherlands, New Zealand, Niger, Nigeria, Norway, Pakistan, Paraguay, Poland, Portugal, Republic of Korea, Republic of Moldova, Romania, Russian Federation, Senegal, Singapore, Slovakia, Slovenia, Spain, Sri Lanka, Sudan, Sweden, Syrian Arab Republic, Thailand, Togo, Tunisia, Turkey, Ukraine, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Uruguay, Uzbekistan, Zambia and Zimbabwe. Of these, Armenia, Chile, Ecuador, the Islamic Republic of Iran, Malawi and Paraguay are the Member States that have joined the standby arrangements system since my last report.

5. A total of 65 of these 87 Member States have now provided information on the specific capabilities they are prepared to offer; these are included in the standby arrangements list of capabilities. Forty-three of these 65 Member States have been able to complete the standby arrangements planning data sheet with detailed technical information on their contributions.

6. Finally, I am pleased to report that 10 more Member States have formalized their standby contributions by signing a memorandum of understanding on standby arrangements with the United Nations. They are Chad, Chile, France, Mongolia, Pakistan, Paraguay, Spain, Tunisia, the United Kingdom and Zimbabwe. Therefore, a total of 31 Member States have signed a memorandum of understanding.

7. The resources involved are shown in table 1 of the annex to the present report. The total of 147,500 personnel includes both grouped personnel and individuals, with contributions varying in size and capability from infantry battalions to medical specialists and election monitors, covering a whole range of components envisaged for multi-functional peacekeeping operations. However, as the bulk of resources consists of infantry, there continues to be a need for additional resources to complement manoeuvre units with the necessary logistic support. This is especially important in the areas of strategic sealift/airlift; multi-role logistics; road transport and transport utility aircraft, the so-called "force multipliers" for a peacekeeping operation. The functions within each category of resources are shown in table 2. In this regard, the Secretariat is continuing to encourage Member States that have such assets to include them in their pledges. Additionally, there remains an urgent need to include more civilian police personnel in the system. Member States are therefore being encouraged to add police resources to their contributions.

8. The resources outlined above are grouped according to their response time, as shown in the figure in the annex. Some 60 per cent of the confirmed standby resources have a response time for deployment, from their normal locations, of up to 30 days; for a further 20 per cent, the response time is between 30 and 60 days; 15 per cent have a response time between 60 and 90 days and the remaining 5 per cent have a response time of more than 90 days, or have not stated any response time. It is encouraging that the Member States have responded

positively to the need for more rapid deployment by increasing the portion of their standby resources in the first group with a response time less than 30 days. Standby resources in this group have increased from 43 per cent to 60 per cent. The Member States that still have resources in the last group, without a stated response time, are strongly encouraged to determine a realistic response time for their resources. Still, much remains to be done, both to widen the involvement of Member States in the standby arrangements system and to improve the availability and utilization of the resources pledged by them.

9. The Standby Arrangements Unit of the Department of Peacekeeping Operations has continued its efforts in promoting the system among the African Member States. In November 1999, the Head of the Unit visited Abidjan. The Government of Côte d'Ivoire had agreed to host the common briefings and bilateral consultations in collaboration with the delegations of Benin, Burkina Faso, Mali, the Niger and Togo. Those briefings and consultations have assisted the Member States in drawing up lists of capabilities. It is expected that these States now will be in a better position to prepare planning data and ultimately to sign the relevant memorandum of understanding. Special emphasis will be put on increasing civilian police and support capacity as contributions from these countries.

10. Other efforts also have been made to increase the participation of civilian police in the standby arrangements system. In the civilian police workshop held on 30 July 1999 at United Nations Headquarters, on the theme "Enhancing representation of police in the standby arrangements system", the participants were briefed on the modalities of the system.

## IV. INFORMATION, PLANNING AND CONTINGENT-OWNED EQUIPMENT

11. The General Assembly, in its resolution 50/222 of 11 April 1996, authorized the implementation of a new procedure for determining reimbursement to Member States for contingent-owned equipment. This procedure requires a memorandum of understanding on contributions to be agreed upon and signed before the actual deployment of contingents or resources to the mission area can be carried out. In planning and executing deployments, significant procedural delays often occur in the procurement and contracting of transportation necessary to move resources to the mission area. Member States that have already pledged resources to the standby arrangements system may wish to submit, in advance, the data required to complete annexes A, B and C to the memorandum of understanding on contingent-owned equipment. This can be done within the framework of the standby arrangements system. The data in this dormant memorandum of understanding can be used in the early stages of the support planning process; it can then be adjusted during the finalization of the memorandum of understanding, when a Member State actually has confirmed its readiness to participate in a specific operation.

12. The planning data sheet was introduced in 1998 in order to facilitate the preparation of a preliminary memorandum of understanding on contributions. This form requires information on capabilities, organization, movement, details of self-sufficiency and a list of major equipment for the units, in accordance with the manual on Policies and Procedures concerning Reimbursement and Control of

Contingent-owned Equipment of Troop-contributing Countries Participating in Peacekeeping Missions. The implementation of the planning data sheet resulted in a simplification of the memorandum of understanding on standby arrangements, which now includes one annex, a summary of contributions, covering a description of the resources and their response times. Continuous efforts have been made to encourage the Member States that have provided a list of capabilities to complete the planning data sheet. The data sheet is now available in both English and French.

13. The information contained in the planning data sheet may also help address the problem of offered units which lack the full range of equipment needed for participation in a peacekeeping operation. In this regard, taking into account the very limited capacity of the Secretariat to maintain such equipment - which is made available by Governments to the United Nations - and to train United Nations personnel in its use, the idea of partnerships should be encouraged once again. Such agreements, between Governments that can offer manpower but need equipment and those ready to provide equipment, should cover and include associated aspects such as training and maintenance, which could then be made a part of a standby arrangement upon participation in the system. The new procedure for determining the reimbursement for contingent-owned equipment allows Member States to take the lead in providing support to contingents from another country, whose support is subject to reimbursement by the United Nations under pre-established conditions and rates.

14. It should be pointed out that the standby arrangements information registered in the database has proved most helpful in the planning for, and in some cases subsequent deployment to, peacekeeping operations in Angola, the Central African Republic, the Congo, the Democratic Republic of the Congo, Eastern Slavonia, East Timor, Georgia, Guatemala, Haiti, Sierra Leone, the former Yugoslav Republic of Macedonia, the Federal Republic of Yugoslavia and Kosovo (Federal Republic of Yugoslavia) and Western Sahara. The data has been used extensively by departmental planning officers and has contributed to better planning and reduced deployment times.

15. To assist Member States and Secretariat planners and further reduce deployment times, standard standby components have been devised and are listed in the tables of organization and equipment that have been made available to Member States and United Nations peacekeeping training centres. The tables provide guidelines on tasks, organizational structure, size and equipment, including the numbers of vehicles and the types of units most often deployed in peacekeeping operations. These tables are models and guidelines for Member States participating in the standby arrangements system or for those considering joining the system in the future, and help them to create new military units or to streamline existing units to better meet the requirements of United Nations peacekeeping operations. Planners in the Secretariat use the tables to devise force structures and compositions that best meet the local geographical and operational requirements in any new peacekeeping mission. These tables significantly expedite the planning process.

## V. RESPONSE TIME

16. Response time is a key element in rapid deployment, defined as the time that elapses between the moment a formal request from the Secretary-General to provide resources is received by the Permanent Representative of the Member State concerned, and the moment when the resources are ready to be picked up at specified points of embarkation for deployment to the mission area. It thus includes the time required by Governments for domestic political approval and administrative procedures as well as for military, police or individual preparation. Special efforts have been made to urge Member States to reconsider the response time for their pledged resources, and those that have not communicated any response time are requested to determine one. The goal is to get a better balance of resources with a response time of not more than 30 days.

17. The planning element of the Multinational Standby Forces High Readiness Brigade, which consists of the core of the brigade staff, has been established and operates in Denmark. It must be underlined that, while not a United Nations formation, the Brigade was established by small and medium-sized Member States already participating in the standby arrangements system in order to meet the criteria not only for rapid deployment but, more importantly, for the necessary training and compatibility of command and control procedures and equipment. The Brigade will be available at high readiness for peacekeeping operations where rapid response is important, including the humanitarian tasks mandated by the Security Council under Chapter VI of the Charter of the United Nations. The response time, as defined above, should be 15 to 30 days. As an integral formation, the Brigade may be employed only for deployments of up to six months' duration and not for the routine rotation of forces in connection with ongoing missions. As such, it could have particular utility in the very early stages of a newly mandated peacekeeping operation. The Brigade can be tailored on a case-by-case basis, utilizing resources drawn from a pool of qualified units.

18. At the ninth meeting of the Brigade Steering Committee, held in Stockholm on 7 and 8 October 1999, participating Member States decided that the mechanism had now reached the level of readiness required to declare the Brigade available to the United Nations as from the end of January 2000. This implies that the participants are now prepared to enter into consultations with the Secretariat on the possible use of this mechanism as an integral formation in future missions mandated under Chapter VI of the Charter in which rapid deployment is considered crucial. Progress in enhancing the Organization's capability for rapid deployment has been made in cooperation with the standby arrangements system.

19. In order to further reduce response times and achieve better cost-efficiency, sub-regional arrangements would be another option, and the Brigade could be used as a model. Member States are encouraged to build up brigade-based "packages" on a subregional basis for geographical areas of responsibility close to their planned points of embarkation. This will reduce the response times and create the real rapid deployment capacity. It is also helpful to arrange sufficient and effective training for those resources in the composition in which they will be deployed, if required. These "packages" being closer to their designated areas of operation will also reduce costs for the United

Nations. There are already some examples of efforts to create subregional peacekeeping formations.

## VI. FINAL REMARKS

20. The system of standby arrangements has proved its ability to expedite planning by the early identification of possible troop contributors and by providing timely, accurate and reliable information to those who have to plan for the deployment of troops and equipment. The system has also begun to demonstrate its usefulness as a tool to shorten the time required for the finalization of the memorandum of understanding (see para. 11) for the provision of personnel, equipment and services in support of peacekeeping operations. This is achieved by providing the possibility of exchanging the necessary information in advance, using the planning data sheet. Work in this area will proceed as manpower resources allow.

21. While the United Nations still does not have a true rapid reaction capability, the standby arrangements have been a positive step. In this regard, the Secretariat welcomes the efforts by Member States to increase the readiness of resources pledged for peacekeeping duties.

22. The Secretariat will continue to invite all Member States to join the system, regardless of the size of the contributions they could make. The overall goal is to achieve wider participation in, and support for, the standby arrangements. The Secretariat will also continue to encourage Member States to provide more civilian police personnel and support capacities, mostly in the areas of strategic sealift/airlift, multi-role logistics, road transport, and transport utility aircraft. This should contribute to the enhancement of a system that has been and will continue to be used for the planning of peacekeeping operations, and also promote the goal of achieving a more balanced geographical distribution among the participants in future peacekeeping operations.

Annex

Statistical information on standby arrangements for peacekeeping

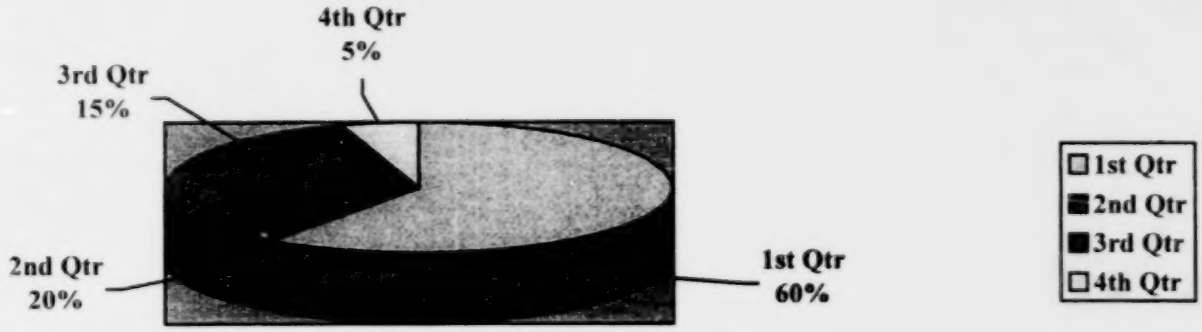
**Table 1 - Manpower by category**

| CATEGORY OF UNITS | OPERATIONAL | SUPPORT | OTHERS | TOTAL | DEPLOYED |
|---|---|---|---|---|---|
| 1998 | 58143 | 41996 | 4163 | 104302 | 14374 |
| 1999 | 84600 | 56700 | 6200 | 147500 | 14447 |

**Table 2 - Categories broken down by functions**

| OPERATIONAL | SUPPORT | SUPPORT | OTHERS |
|---|---|---|---|
| Air Defence | Air Services | Logistics | Civilian Police |
| Artillery | Communications | Maintenance | Civilian & Medical Specialists |
| Infantry | Engineer Support | Movement control | Medical Personnel (units) |
| Navy | Food and Catering | Navy Auxiliary | Military Observers |
| | HQ Support | Supply | Staff Officers |
| | Health Services | Transportation, ground | |

**Manpower Readiness Breakdown**




1st Qtr =0-30days 2nd Qtr= 31-60days 3rd Qtr= 61-90 days 4th Qtr= 91+days

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